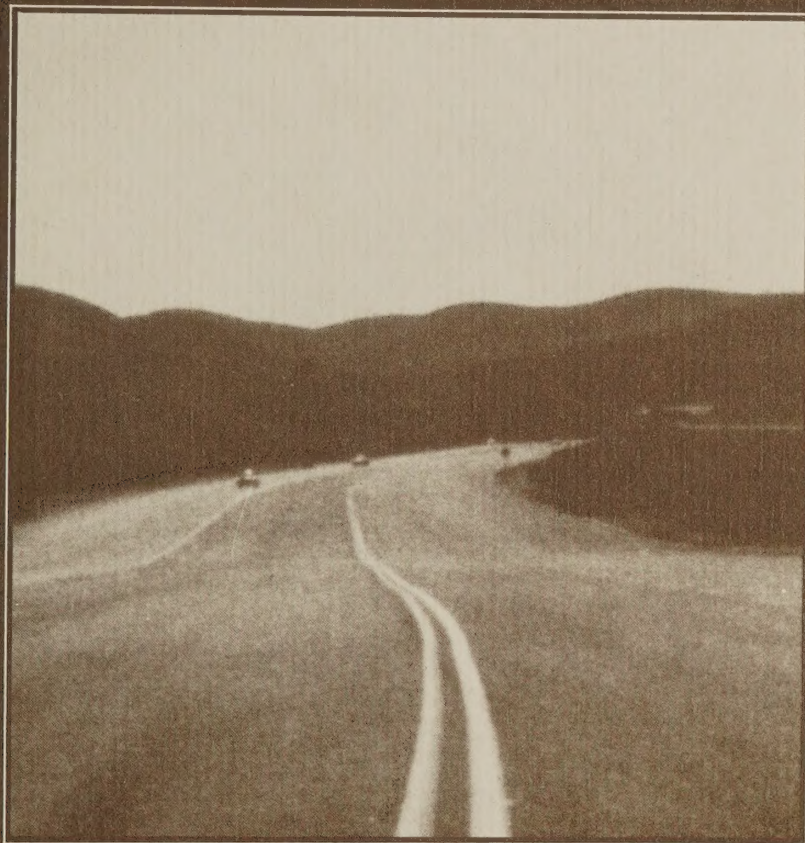


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SCENIC HIGHWAYS



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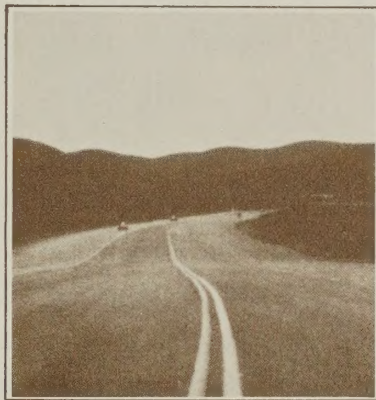
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THE SCENIC HIGHWAYS ELEMENT



A GENERAL PLANNING PROGRAM REPORT
PREPARED FOR THE BOARD OF SUPERVISORS

by:

The Staffs of the Orange County
Planning and Road Departments

Forest Dickason, Planning Director
L. McConville, Road Commissioner

Orange County, Planning Department,
211 W. Santa Ana Boulevard
Santa Ana, California

June, 1973

County pl.
Highways

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ONE

INTRODUCTION



There have been several studies and plans for scenic highways in Orange County. The earliest study, "Report on a Plan for the Establishment of a System of Scenic Highways with Roadside Control of Adjacent Land Uses in Orange County," was submitted to the Orange County Planning Commission in 1940. No action was taken.

Years later, in 1963, the California Legislature enacted the State Scenic Highway Law which established a State Scenic Highway System and Master Plan; created a Scenic Highway Advisory Committee; and placed responsibility for the creation and application of standards for development of the system in the Department of Public Works with advice and counsel of the Advisory Committee. While the State's role as planner, catalyst, and active participant should not be minimized, it is apparent that the statute gives local governmental agencies the primary responsibility for controlling land use outside the highway right-of-way and within the scenic highway corridor.

By Resolution No. 71-716, dated June 22, 1971, the Board of Supervisors took the first step to establish scenic highways in Orange County by approving the concept of a County Scenic Highways Program and directing the Planning Department to prepare policy alternatives and a program to implement the concept. Implied in this action is acknowledgment of the impact of the auto-highway combination on Orange County's landscape, scenic areas and indeed the total environment.

This document, prepared in response to the Board of Supervisors' resolution, is the proposed Scenic Highways Element to the Orange County General Plan. If adopted, the plan would (1) commit the Road Department to the implementation of an approved scenic highway circulation element for arterial as well as non-arterial highways, coordinated with scenic highway corridor planning, and consistent with adopted criteria; (2) assign the responsibility for the development of the specific scenic highway corridor plans to the Planning Department, and (3) require the protection and enhancement of scenic highway corridors through land use regulations, acquisitions, tax incentives, etc., in conformance with adopted scenic highway corridor plans.

A variety of interrelated values and needs have been considered in the formulation of the Scenic Highways Element: circulation, recreation, conservation, public health and safety, and scenic-aesthetic amenity. It is the intent of this element to protect and enhance the scenic areas traversed by highways, maximize and preserve urban spatial and natural scenic resources, and serve the open space objectives of recreation, enhancement of life, and management of incompatible development of areas which should be preserved for historic, conservation or public health and safety purposes.

TWO

THE SCENIC HIGHWAY



The concept of a "complete highway," enunciated by the American Association of State Highway Officials many years ago as a highway which incorporates not only safety, utility and economy, but also beauty, should be a goal in all highway planning and design. This concept is carried one step further on scenic highways. All aspects of planning, design and construction of a scenic highway should integrate the highway with the surrounding environment.

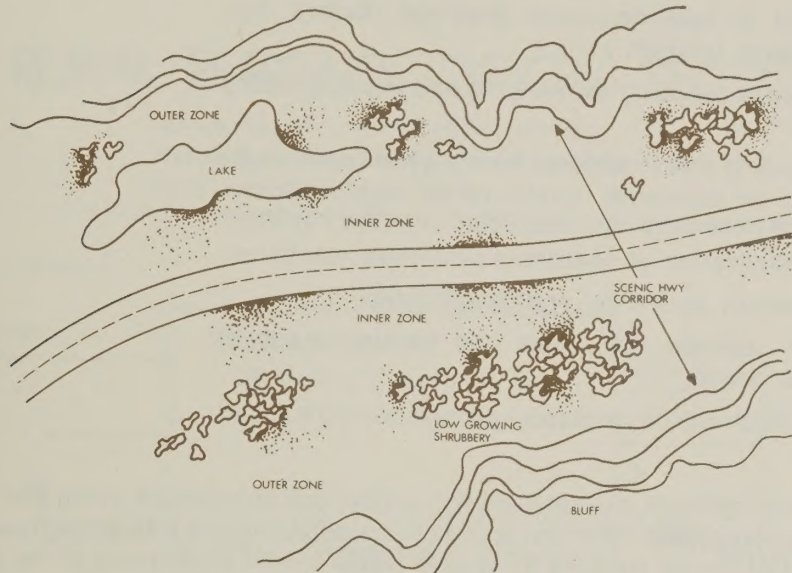
The scenic highway encompasses two elements: (1) the road and its right-of-way; and (2) the scenic corridor extending out to variable distances beyond the right-of-way. The *scenic corridor*, the bands of land generally adjacent to the scenic highway right-of-way, complete the visual appearance of the total composition of the scenic highway. The boundaries of the scenic corridor are usually delineated by the range of visibility from the highway. The lateral extent of these corridors will vary with the natural characteristics of the landscape as viewed by the motorist and, in urban areas, the characteristics of the urban landscape.

Scenic corridors are the foundation of any plan of scenic highways. A scenic corridor gives a scenic highway its principal significance. It includes elements which make up outstanding scenic vistas and the facilities for enjoying them. These may be within the immediate roadside area or they may be part of a sweeping distant panorama.

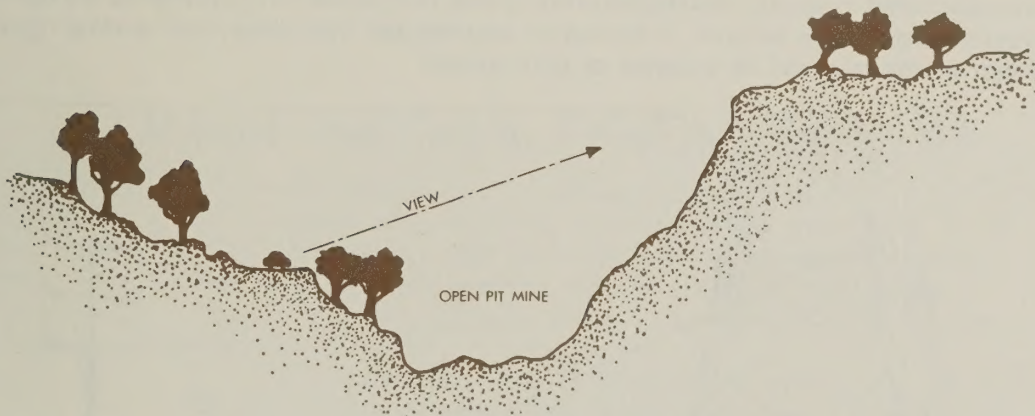
The scenic, historic, or cultural character of the scenic corridor should have a quality that merits recognition, or it should be of sufficient interest to be a destination, in and of itself, for recreation purposes. In addition, it should provide frequent opportunities for the development of roadside complementary facilities adjacent to the road.

The functions of a road and its right-of-way designated as a scenic highway will be twofold: (1) provide a safe and efficient link in the county's circulation element; and (2) remain compatible with scenic corridor protection and enhancement objectives.

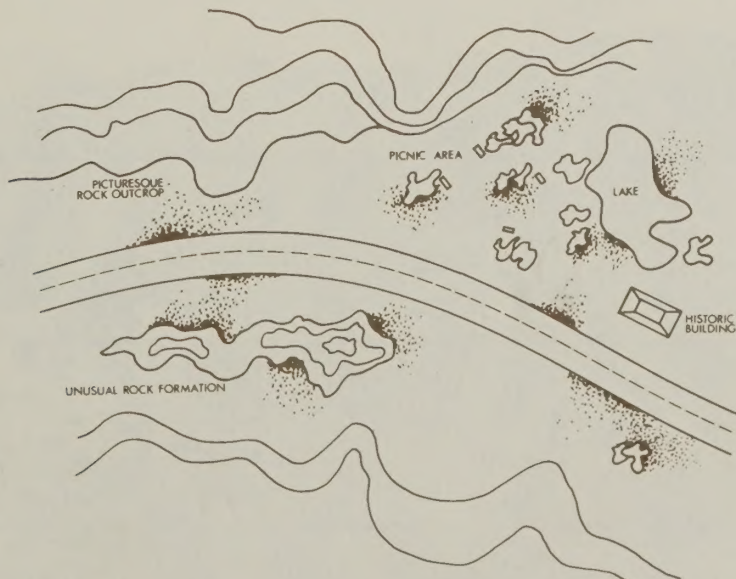
SCENIC HIGHWAY CORRIDORS



The corridor is wider than the highway area.



Screens of trees or shrubs are used deliberately to narrow the corridor at some points by permanently blocking from view objectionable landscape features.

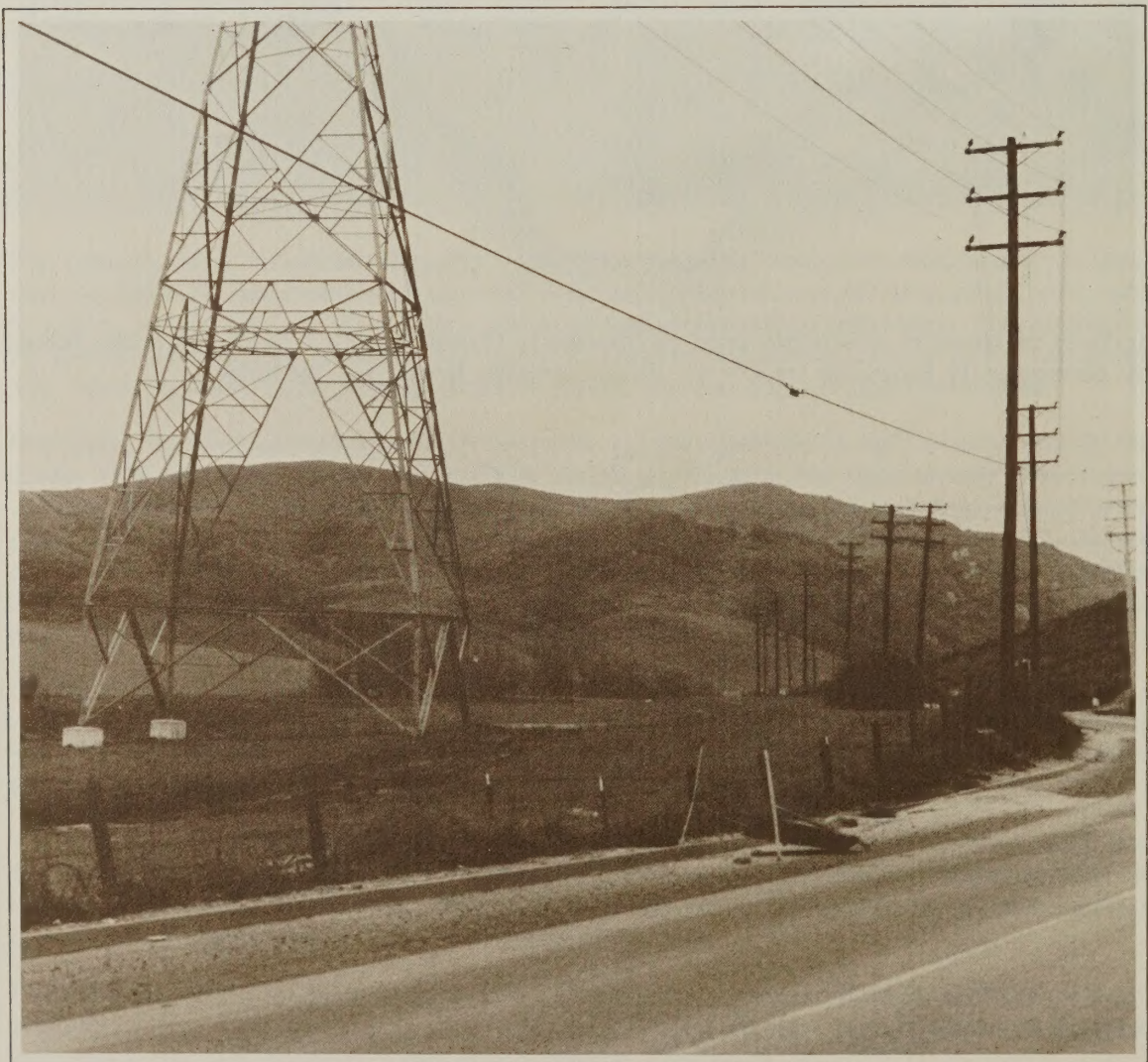


Corridors should protect and enhance scenic resources.

The following elements should be considered in the delineation and design of both arterial as well as non-arterial scenic highway *rights-of-way*:

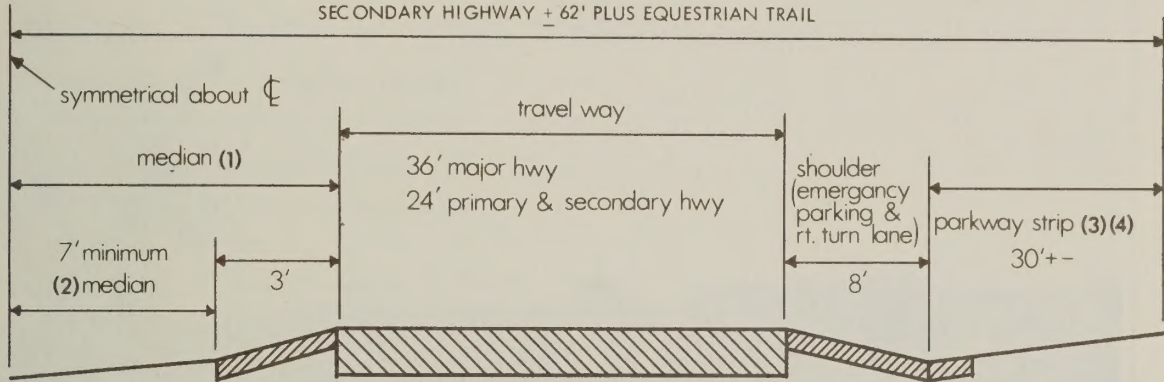
1. The road and its appurtenances (drainage ditches, culverts, drop inlets, bridges, etc.).
2. A buffer to screen out unsightly features existing outside the right-of-way.
3. Small, outstanding scenic features abutting the scenic highway for which an easement would not be applicable or which may be destroyed by association with the highway without the application of necessary protective measures.
4. Parallel pedestrian, equestrian and bicycle trails.
5. Vista points, roadside rest areas and parking areas at advantageous points.
6. Adequate right-of-way for necessary protective planting and landscaping.

Since most scenic highways include highway-related facilities such as riding and hiking trails, a wider-than-normal highway width may be desirable, especially for arterial highways. The Urban and Rural Parkway typical sections illustrated below will be considered in the preparation of specific plans for arterial highways and are recommended to be adopted where appropriate as amendments to the Master Plan of Arterial Highways. However, in areas where scenic highways are designated in already developed urban areas, or in areas where widening the right-of-way would destroy scenic amenity, it should be emphasized that wider-than-normal right-of-way design widths may not be possible or appropriate.



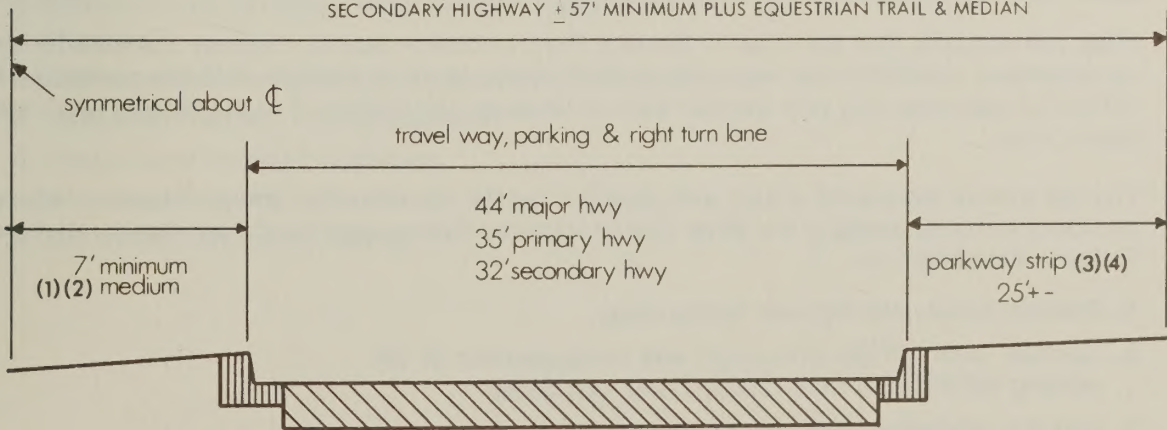
RURAL PARKWAY TYPICAL SECTION

MAJOR HIGHWAY $\pm$ 84' PLUS EQUESTRIAN TRAIL
 PRIMARY HIGHWAY $\pm$ 72' PLUS EQUESTRIAN TRAIL
 SECONDARY HIGHWAY $\pm$ 62' PLUS EQUESTRIAN TRAIL



URBAN PARKWAY TYPICAL SECTION

MAJOR HIGHWAY $\pm$ 76' MINIMUM PLUS EQUESTRIAN TRAIL
 PRIMARY HIGHWAY $\pm$ 67' MINIMUM PLUS EQUESTRIAN TRAIL
 SECONDARY HIGHWAY $\pm$ 57' MINIMUM PLUS EQUESTRIAN TRAIL & MEDIAN



- (1) NORMALLY NO MEDIAN FOR SECONDARY HIGHWAYS.
- (2) 15' MINIMUM FOR EXISTING TREE ROW (E.G. EUCALYPTUS).
- (3) PARKWAY STRIP TO ACCOMMODATE HIGHWAY BEAUTIFICATION & PAVED FACILITIES FOR PEDESTRIANS & BICYCLES.
- (4) ADD 10' ON ONE SIDE FOR MASTER PLAN EQUESTRIAN TRAIL.

THREE

TASK RELATIONSHIP



State law requires that the County General Plan include a Scenic Highway Element for the development, establishment and protection of scenic highways pursuant to the provisions of Article 2.5 (commencing with Section 260) of Chapter 2 of Division 1 of the Streets and Highways Code.

The law makes mandatory a plan and program for the identification and protection of scenic corridors along elements of the State Scenic Highway System and the County Scenic Highway System, including:

1. Corridor survey and highway facility study
2. Corridor plan for the protection and enhancement of the existing natural and man-made scenic resources
3. Corridor protection standards concerning:
 - a. Land use regulations consistent with policies of the General Plan
 - b. Control of signs and outdoor advertising structures
 - c. Control over the location and placement of utility lines
 - d. Control over earth work
 - e. Preservation and management of plant material
 - f. The design and construction of structures and sites
 - g. Property maintenance
 - h. Aesthetics of urban form
4. Designation of scenic highways on the General Plan diagram and a policy statement describing the meaning of such designation
5. A specific plan for scenic highway corridors

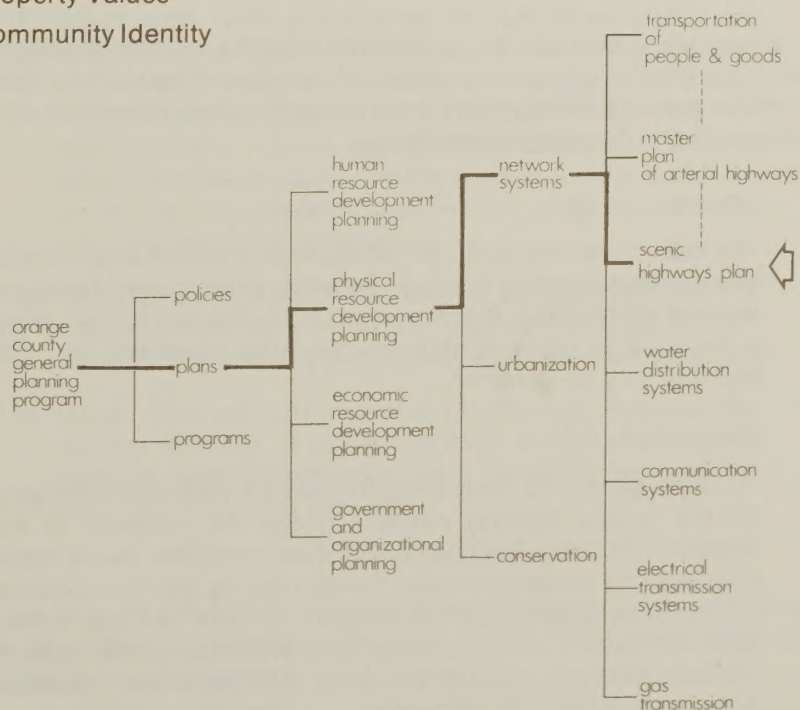
This Scenic Highway Element has been developed in accord with state law, suggested state guidelines, and the Board of Supervisors' recently adopted policy which committed the County of Orange to consider roadside rests, foot paths, bicycle trails, landscaped areas, buffer strips, screens of trees, historical markers, and scenic views as part of the process of road building and as normal costs of the highway system, to be included in planning, budgeting, and construction, when these highways traverse open space and conservation areas, especially scenic corridors, identified in the Interim Open Space and Conservation Elements of the Orange County General Plan (adopted August 16, 1972).

This Scenic Highways Element has been specifically integrated with the following plans:

1. Master Plan of Arterial Highways
2. Interim Open Space and Conservation Elements
3. Master Plan of Regional Parks
4. Interim Master Plan of Local Parks
5. Bicycle Trails Plan
6. Master Plan of Riding and Hiking Trails
7. Santa Ana River/Santiago Creek Greenbelt Plan
8. South Coast Scenic Improvement Report
9. Master Plan of State Scenic Highways

The integration of the Scenic Highways Element with other functional planning activities affords a unique opportunity to preserve and enhance the environment and the quality of life for the citizens of Orange County. The anticipated benefits include:

1. Increased Efficiency
2. Increased Driver Safety
3. Preservation and Enhancement of Scenic Areas
4. Highway Design in Line with High Aesthetic Standards
5. Environmental Enhancement through Better Conservation Practices
6. Treatment of the Highway as a Linear Open Space Corridor
7. Increased Recreation Opportunities
8. Pleasurable Driving Experience
9. Increased Property Values
10. Increased Community Identity



FOUR

SCENIC HIGHWAY CRITERIA



The criteria described below are to be utilized both as a guide in corridor planning and as a basis for evaluating the qualifications of a particular highway for designation as an existing Orange County Scenic Highway.

Due to differing conditions adjacent to the highways eligible for official designation as existing scenic highways, the criteria may not be applicable to all corridors, and others not mentioned may accomplish the purpose of the program. The criteria serve, nevertheless, as guides for the local jurisdiction and the Planning Commission.

GENERAL PLAN

The local governing body should have an adopted scenic highway element, relating to other elements of the general plan, as defined in the State Government Code, Section 65302, or at least an area general plan for the area traversed by such highway and its corridor.

SPECIFIC PLAN

The local governing body should have an adopted specific plan for the scenic highway corridor under the authority of the Government Code, Sections 65600 through 65704. (Note: Plans proposed by developers may be adopted by the local governing body as specific scenic highway corridor plans provided these plans are in compliance with the intent of the Scenic Highway Element, and the developer adheres to the necessary actions to protect the appearance of the scenic corridor).

LAND USES

Land Use Controls: Land use controls consistent with the specific plan should be in effect over the entire corridor.

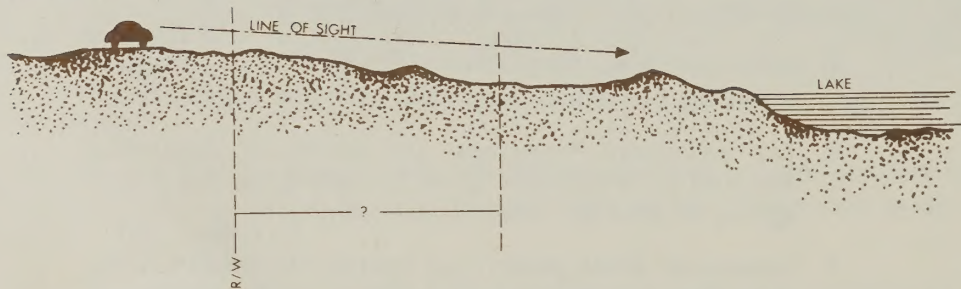
- A. Zoning: The zoning ordinance should give particular attention to scenic values and to the protection of the corridor. This ordinance should include control of the following matters: architectural review, site plan review, land uses, building heights, building setbacks, residential density, building coverage, lot area, planned unit development, historical preservation, on-premise signs, outdoor advertising, flood plain, screening and landscaping, quarries and other excavations. The zoning maps should show the corridor boundaries within which added controls should be in effect.
- B. Transfer of Public Lands: Should any land in public ownership be sold or exchanged, appropriate and enforceable restrictions which would carry out the intent of the scenic highway program should be written in the deed by the public agency disposing of the land. Transfer to another public agency should be explored first, as well as lease or lease-back to a private party.
- C. Purchase: Every opportunity for acquisition of corridor land in fee should be thoroughly explored by public agencies. Consideration should be given to locating in the corridor such public uses as information centers, roadside rests, vista stations, parks, playgrounds, wild areas, wildlife refuges, schools, colleges, cultural centers, administrative centers, fairgrounds, etc.
- D. Gifts and Dedication: Gifts and dedication of land to a public agency should be encouraged and accepted.
- E. Tax Delinquent Properties: Tax delinquent properties acquired by foreclosure should be retained by the public agency or sold with appropriate restrictions.
- F. Easements: When public uses are not contemplated, the acquisition of development rights of scenic easements should be actively pursued by public agencies. These lesser property rights retain the land on the tax rolls — if at a lower rate — leave responsibility for maintenance with the private owner, allow private uses compatible with the scenic highway program, and may be acquired at a lower cost than outright purchase.
- G. Soil Bank: The use of the federal soil bank program to preserve farm land for scenic purposes should be pursued by landowners and encouraged by local agencies.
- H. Urban Renewal: The complex program of governmental actions involved in urban renewal and redevelopment projects could be utilized in some cases for the improvement of the scenic corridor.

Urban Development in Rural Areas: Urban-type developments should be kept to a minimum in the corridor when the highway passes through rural areas. Commercial uses should be only those related to traveler requirements.

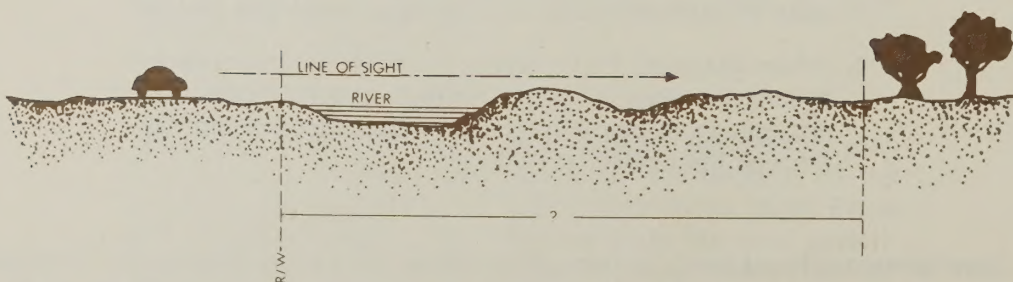
GENERALIZED SCHEMES FOR DETERMINING HOW FAR SCENIC EASEMENTS SHOULD EXTEND...



UPHILL



DOWNHILL



FLATLAND

Building Heights and Setbacks: Heights and setbacks of structures should be controlled so as not to obstruct important views. A variety of standards should be applied in order to achieve this purpose under different conditions.

Screening: Unsightly uses such as junk yards should not be allowed. Those existing or indispensable should be inconspicuously located or screened from the highway by effective planting, grading, and fences.

SUBDIVISION REGULATIONS

When subdivisions are allowed in the corridor, tentative map approval should be subject to conditions carrying out the intent of the scenic highway program. These conditions should relate to such considerations as: limiting of cut and fill, tree preservation and planting, bank seeding and planting, limited access onto scenic highway, low density use of steep land, cluster development, setback from waters' edges, easement dedication, screening, road design standards, and underground utilities.

Building Code: A strict enforcement of the building code can significantly, though indirectly, contribute to the improvement of esthetic qualities.

MAINTENANCE CONTROLS

Housing Code: A strict enforcement of a housing code and abatement of violations, as in an urban renewal project, should be also considered as part of this program.

Fire Prevention: Enforcement of a fire prevention code can also indirectly contribute to the program, as would the building and housing codes. Fire prevention programs should avoid unsightly controlled burns, sometimes destroying native flora of scenic value. Appropriate planting and maintenance would avoid such a measure.

Litter Control: An anti-litter ordinance should be effectively enforced. Public areas under the jurisdiction of the local government should be carefully maintained.

Weed and Insect Control: Attention should be given to the use of weed and insect control measures to eliminate unsightly conditions in the corridor, avoiding also the destruction of scenic native flora.

Native Wild Flower Planting: Along with protective erosion planting and landscaping, establishment of a native flower planting program should be given consideration.

Water Pollution: Water quality control should be enforced on the basis of odor and appearance as well as health hazard, particularly in streams and lakes within the corridor.

PUBLIC LANDS AND EASEMENTS

Management: Protection of lands under the direct jurisdiction of federal, state, or local agencies should be achieved through the land management practices of these agencies.

Public Works: Public works operations beyond the scenic highway itself should be reviewed for their compliance with the intent of the program. Levees, jetties, dams, county roads, city streets, public signs, etc., should conform to the standards of this program. Intersections of the scenic highway with new county roads or city streets should be severely limited.

Trees: Programs of street tree planting, landscaping of public grounds, reforestation, and selective vista clearing should be undertaken by the appropriate public agencies.

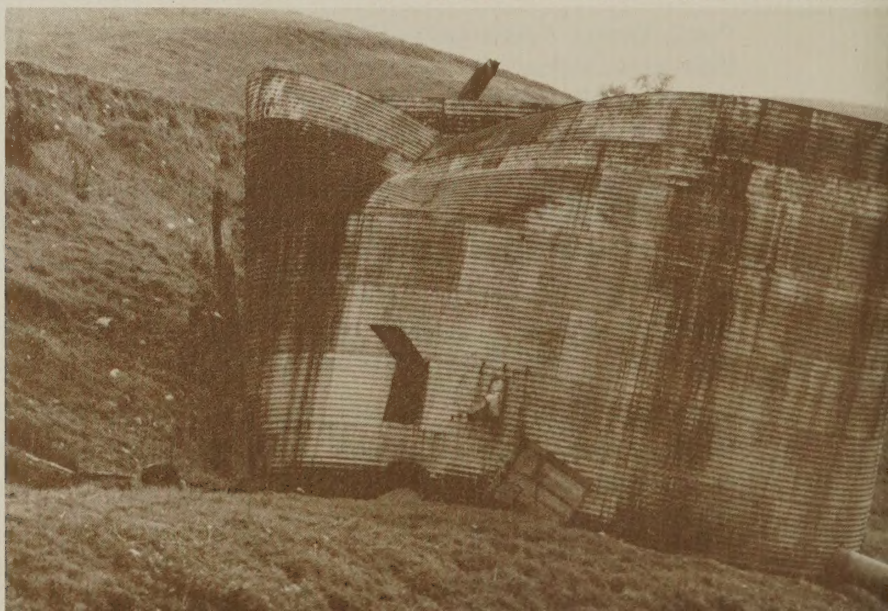
SIGNS AND OUTDOOR ADVERTISING

On-Premise Signs: The size, height, number and type of on-premise signs allowed should be the minimum necessary for identification.

Outdoor Advertising: No off-premise outdoor advertising should be allowed. Provision should be made for eventual elimination of existing structures. Information panels for advance notice to the motorists should be provided in public or commercial information sites appropriately designated.



WHO IS RESPONSIBLE FOR PROTECTING OUR VISUAL ENVIRONMENT?



IS IT IMPORTANT TO US?



OR CAN WE ADAPT AND LEARN TO ACCEPT VISUAL POLLUTION?

UTILITY LINES

Underground Placement: New or relocated utility lines should be placed underground whenever feasible. Consideration should be given to the placement underground of existing overhead lines.

Location of Overhead Lines: When overhead lines are indispensable, poles and wires should be located so as to be inconspicuous from the highway. Use of poles of an improved design should be considered. Combined or adjacent right-of-way and common poles should be used wherever feasible.

EARTHWORK

Earthwork Operations: Grading or earth-moving operations should be done with a minimum of disturbance to the natural ground and result in naturalistic, architectural, or sculptured forms. Quarries should be restored to an attractive appearance.

Cover and Screening: Vegetative cover, compatible with the area, and other screening devices should be provided to hide the scars and blend with the natural landscape.

Erosion Control: Adequate erosion control measures should be provided in addition to those mentioned above.

Waters' Edges: Edges of lakes, rivers, and creeks should be preserved in their natural condition or treated so as to result in an attractive appearance. Edges of canals, reservoirs, and other water developments should be designed and treated so as to result in naturalistic, architectural or sculptural forms.

PLANT MATERIAL

Preservation: Existing specimens and stands of trees and other plant materials of outstanding value should be preserved.

Planting: Tree planting and reforestation should be carried out based on visual impact from the highway.

Clearing for Views: Selective clearing should be done in order to reveal important views from the highway.



DEVELOPMENT DESIGN

Site planning and architectural and landscape design should result in an attractive appearance from the highway and a harmonious relationship among the various elements of the development and with the existing landscape.

All structures, if any, within the scenic corridor should be designed to take advantage of the scenic setting. A definite relationship to the natural environment should be emphasized in site selection, material selection, traffic patterns, landscaping, signing, lighting and overall composition and design.

In order to assure compliance of this requirement, it is recommended that architectural control be provided as a matter of policy for all structures constructed within scenic highway corridors. All structures which are in any way financed by county or city controlled agencies as a matter of procedure will be expected to receive architectural approval from the appropriate body designated by the legislative body of the particular jurisdiction involved. Government agencies outside the control of local legislative bodies should be encouraged to voluntarily participate in a reasonable architectural control procedure. Private development could be required to receive architectural approval by ordinance. Such an ordinance should be considered for adoption by each of the local legislative bodies having responsibility over the scenic corridors traversed by scenic highways.

PROPERTY MAINTENANCE

Structures on private properties especially visible from the highway should be maintained in good condition and with proper attention to their appearance. The grounds should be kept up (free of trash and other objectionable uses) or effectively screened from the highway.

URBAN AREAS

When, in some cases, the highway passes through urban areas, proper attention should be given to the urban form and man-made aesthetics, rather than to the effects of nature which are of concern in rural areas. Some of the special considerations related to urban areas are:

Development Design: Originality in landscape and construction designs should be encouraged. They should be in keeping with city-scape and skyline, and reflect the density, movement, and activities of the population.

Public Use: Public uses by all levels of government, federal, state, county, and city should be encouraged within the corridor for the opportunities they offer to obtain total aesthetic control. The responsibility of public agencies to achieve aesthetic quality in their buildings and ground is heightened in the corridor.

Signs and Outdoor Advertising: Sign and outdoor advertising controls should be reviewed in their urban context, and relate to such considerations as: protection of urban views, compliance with public safety, and respect for the proportionate and orderly appearance of advertising in relation to the environment.

ENTRYWAYS

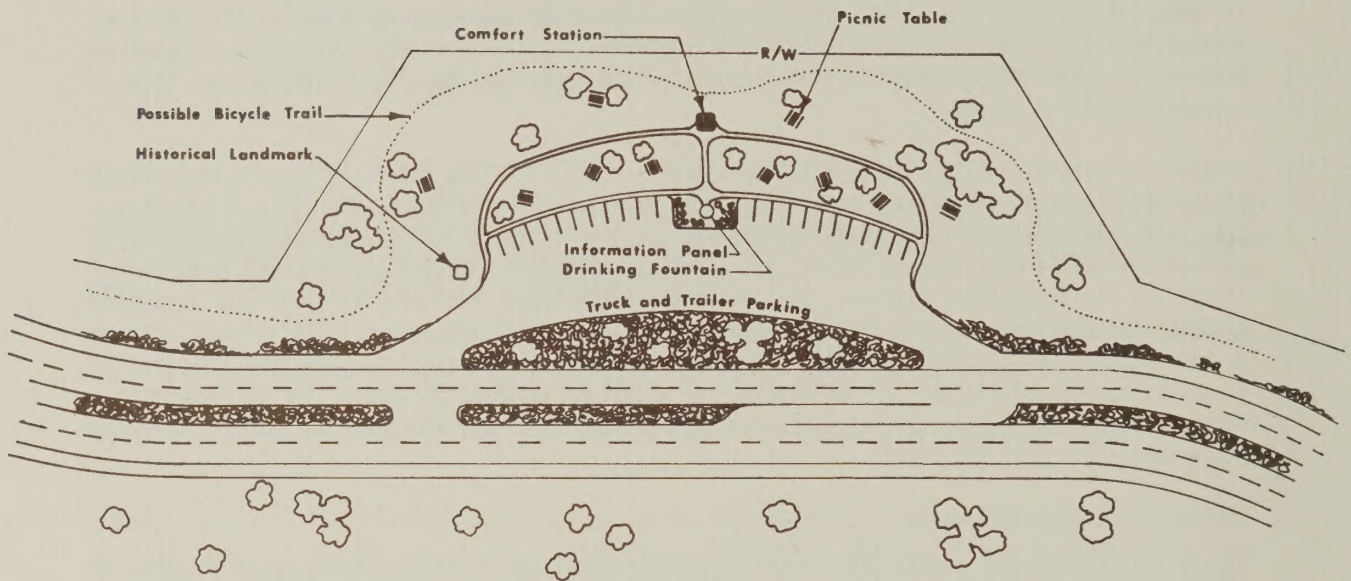
It is recommended, where possible, that scenic entryways be constructed at the entrances of scenic highways, and that special consideration be given scenic highway entryways at jurisdictional boundaries.

TREATMENT OF THE RIGHT-OF-WAY

The treatment of the landscaping and the handling of structures within the right-of-way should be guided by the following criteria:

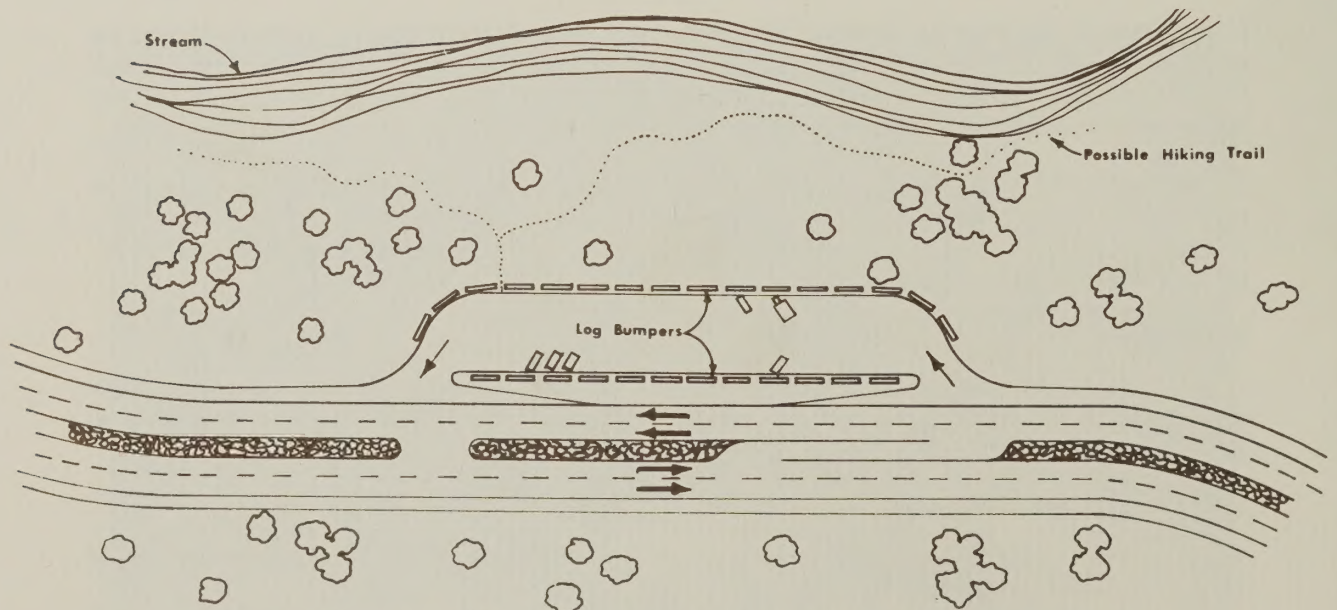
1. As a general rule, little landscape work should be done in rural areas, except for specific utility objectives such as protective planting. In urbanized areas, on the other hand, where natural features have been obliterated, considerable grading, planting and irrigation will be required to restore a scenic effect and highlight attractive urban landscapes.

SAFETY ROADSIDE REST



Safety Roadside Rest: Facilities of limited size (usually 1 to 3 acres) located along highways for the rest, comfort and enjoyment of the scenic highway traveler, may include sanitary facilities, picnic tables and landscaping.

VISTA POINT



Vista Point: A designed turnout with a scenic view and with sufficient width to provide for a paved parking area and a separated access lane from the traveled portion of the highway.

2. Landscaping and grading should be done for screening unsightly features existing outside the right-of-way, reducing scars from earthwork, controlling drainage and erosion, restoring a natural appearance or creating an elongated park, framing urban and rural views and enhancing complementary facilities.
3. Bridges, culverts, drainage ditches and other highway appurtenances should follow special design standards expressing the qualities of the scenic highway as distinct from other highways.
4. Overhead utility transmission and distribution lines should not be allowed in the right-of-way unless naturally or artificially concealed from the roadway.
5. A wide planted median strip, or even complete lane separation is desirable and should be utilized when feasible. This will produce safer and more pleasant driving, and more viewing opportunities.
6. In order not to encourage ribbon development along the scenic highway in rural areas, frontage roads should be avoided.

TREATMENT OF THE ROADWAY

The problem of highway location and design is a search for the ideal solution to meet the requirements of traffic service, safety, economics, local area benefits, and the preservation and enhancement of scenic and historic values.

One of the fundamental aspects of scenic highway design is the subordination of the roadway to the landscape: its fitting to the terrain through the selection of an alignment achieving this, rather than the fitting of the terrain to a rigid alignment.

1. The minimizing of cuts and fills should take precedence over shortening the route. When cuts and fills are unavoidable, the new contours should be sculptured to blend with the natural grounds, retaining walls of pleasing design and materials used or an irregular effect produced wherever erosion control is not affected, such as in hard rock areas.
2. The alignment of the roadway should take into account the cone of vision of the motorist, and be aimed at the short and long range views available along the way enhancing them with foreground framing.
3. Vegetation and topography should be utilized to screen off unsightly areas from the roadway through careful alignment.
4. The roadway itself should have a visual quality and riding comfort resulting from its horizontal and vertical design. Except when used conspicuously to prolong viewing opportunities, long tangents should be avoided beyond the sight distance necessary for safety. Curves should be introduced taking advantage of natural or man-made features.

FIVE

COST CONSIDERATIONS



Possibly no aspect of the proposed program will engender greater discussion than the question of "how much more will the planning, construction and maintenance of scenic highways cost." To answer this question, it is necessary to distinguish between the two major "costs" involved. The first cost factor is that of the highway's construction and maintenance, including the acquisition of the highway right-of-way. The second cost factor arises from acquisitions and protective actions taken within the scenic corridor but beyond the highway right-of-way. The following cost items, when put together, comprise the financial obligation which the county must consider. Many of these cost items are scheduled and will be expended regardless of whether they are systematically coordinated in a comprehensive manner to contribute to the establishment of scenic highways, i.e., regional parks, arterial highway construction, etc.

1. Planning	All Facilities
2. Highway Right-of-Way	Land Acquisition Highway Construction Landscaping Erosion Control Scenic Turnouts Roadside Rests Riding and Hiking Trails Overhead Utility Conversion to Underground
3. Complementary Facilities Outside Highway Right-of-Way	Regional Parks Riding and Hiking Trails Historic and Cultural Sites Local Parks Beaches Flood Control Facilities (Lakes, Reservoirs, Natural Water Courses) Overhead Utility Conversion to Underground Other
4. Corridors	Open Space Protection Land Development Management
5. Research and Development	All Facilities

The question of the cost of the projects under consideration has a broad range, and will have to be examined on a project-by-project basis. However, it should be made clear that there is absolutely no presumption in this plan that road funds would be used for any other purposes than those permitted by existing constitutional or statutory provisions.

In connection with the costs of corridor protection, an important point remains to be made. There is no intention that all of a scenic corridor is to be acquired. Such acquisition would be confined to recreation areas, and other strategic sites and unique features. The protection of the scenic corridor will require heavy reliance on the power to regulate the use of land and on tax incentives. The intent is to manage the uses of land in scenic corridors to achieve certain environmental objectives and not to acquire land in government ownership or to prevent development from taking place.

SIX

FUNDING



The Orange County Scenic Highways Element envisions a synthesis of implementation methods, some of which may require and be eligible for funding from the following primary sources:

1. Highway Users (Gas Tax) Funds
2. Federal Aid Secondary Funds
3. Senate Bill 325 (State Sales Tax) Funds
4. Federal Grants
 - a. Highway Beautification — Landscaping and Scenic Enhancement (Federal Grants to States)
 - b. Highway Beautification — Control of Junkyards (Federal Grants to States)
 - c. Highway Beautification — Control of Outdoor Advertising (Federal Grants to States)
 - d. Highway Research, Planning, and Construction (Federal Aid Highway Program to States)
5. Overhead Utility Conversion Funds
6. Special Assessment District Funds
7. County General Funds

SEVEN

SPECIFIC PLANS

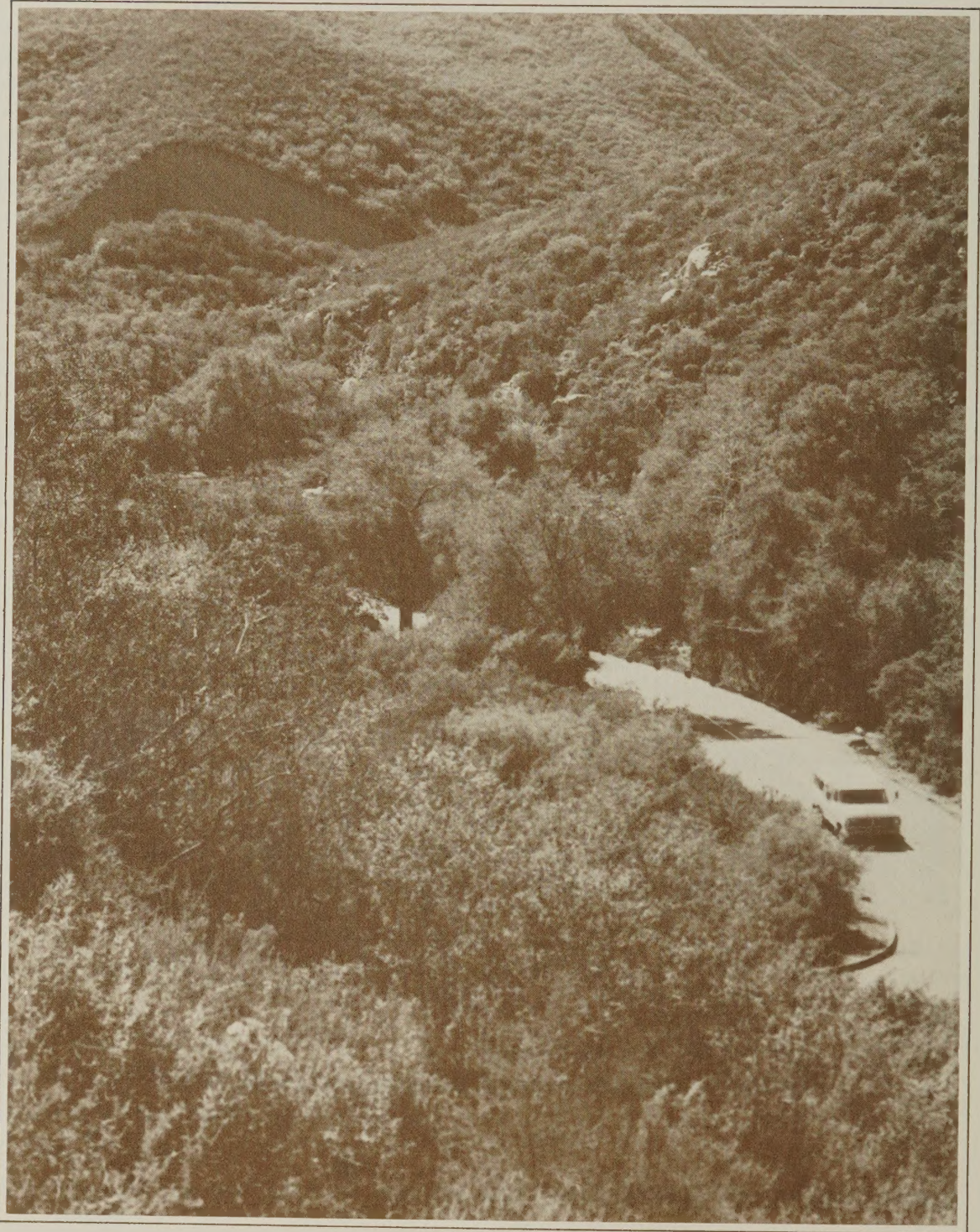
A specific plan must be developed for each scenic highway project (refer to page 28). Prior to approval, the plan should be completed only to the point where reviews can determine accurately whether or not it should be approved, what significant modifications are needed, estimates of costs and benefits, and what priority to place on the project.

The specific plan should be developed completely after approval but before work begins on the project. The specific plan should:

1. Specify the important landscape resources that can be explored or viewed from the highway.
2. Describe the precise alignment of the highway and boundaries of the scenic corridor.
3. Indicate how the scenic highway project is integrated with other aspects of land use and the Interim Open Space and Conservation Elements of the Orange County General Plan.
4. Specify the treatment and protection the highway and corridor are to receive, i.e., land use controls, landscape control, land acquisition needs, construction standards, type and location of complementary facilities, and where applicable, establish regulations and guidelines regarding building heights and setbacks, signs and outdoor advertising, placement of utilities and undergrounding of utility lines, cover and screening of earthwork operations, erosion control, preservation of the natural conditions of bodies of water, preservation and restoration of plant material, clearing for views, site planning and architectural and landscape design in private development, property maintenance, and public uses within the corridor.
5. Specify at least two alternative costs and benefits evaluations: one alternative identifying the costs and benefits that would normally be incurred without developing the highway and corridor to scenic highway standards; and, a second alternative specifying costs and benefits that would result from developing the highway and corridor to scenic highway standards.
6. Specify sources of funding.
7. Specify responsibility for implementing the specific plan.

EIGHT

PROCEDURES & RESPONSIBILITIES



As proposed in this element, the county would develop and implement plans for scenic highways in the unincorporated area and coordinate with the cities the development of scenic highways in the incorporated area. The Scenic Highways Plan would include both State and county highways which the Planning Commission and Board of Supervisors desire to designate and qualify as scenic highways in the unincorporated area, and include the highways the cities desire to so designate and qualify in their jurisdictions. The responsibility for preparation of corridor protection plans should reside with each of the local jurisdictions.



NO ACTION WAS TAKEN.



LAGUNA CANYON WAS PROPOSED AS A SCENIC HIGHWAY IN 1940.

IS IT TOO LATE?



A highway would become qualified as an "Orange County Scenic Highway" in the following manner:

A. Adoption

<u>Steps</u>	<u>Responsible Agency</u>
1. Board of Supervisors and City Councils (if appropriate) adopt:	Planning Department
a. Recommendations and policy relating to scenic highways.	a. General Planning Program prepares policy, general plan and criteria.
b. A Scenic Highways Element to the General Plan and amends the Master Plan of Arterial Highways (MPAH).	b. Land Use Regulation Division processes adopted scenic highways as amendments to MPAH.
c. Establishes Scenic Highways Design Review Board	Planning Commission Board of Supervisors City Councils (if appropriate).
d. Planning Commission and Scenic Highways Design Review Board review development proposals in scenic corridors for compliance with adopted scenic highway principles and standards until adoption of specific plans for each scenic corridor.	Planning Commission Scenic Highways Design Review Board

B. Development of Corridor Plans

1. Planning Department in cooperation with Road Department recommends priorities for development of specific plans for scenic highways to Board of Supervisors. Board of Supervisors adopts recommendations and instructs all County Departments to cooperate.	Planning Department Road Department Board of Supervisors Scenic Highways Design Review Board
2. Based on adopted priorities, Planning Department in cooperation with Road Department, other departments and the Scenic Highways Design Review Board shall conduct a study and prepare a plan.	

- | | |
|--|---|
| a. Corridor survey and study of the highway facility. | Planning Department
Road Department |
| b. Specific Plan of corridor and highway. | |
| (1) A corridor protection plan (ordinances development, specific standards and criteria, etc.) are developed relating to signs, utility lines, flood control and site, architectural and landscaping controls. | Planning Department |
| (2) Description of how the roadway, right-of-way, and appurtenant structures meet adequate aesthetic standards and relate to the scenic elements of the corridor will be prepared. | Road Department |
| c. The routes or realignments for the highway, if such are known shall be shown on maps, photographs, and other necessary documents. | Road Department |
| d. The scenic elements adjacent to the road shall be shown on maps, photographs and other necessary documents. | Road Department |
| 3. Approves the specific plan. (If the city has conducted the study, it should then be approved by the Orange County Planning Commission and the Scenic Highways Design Review Board.) | Planning Commission
Scenic Highways Design
Review Board |
| 4. Board of Supervisors adopts specific plan for scenic corridor. | Board of Supervisors |

C. Implementation

- | | |
|---|---|
| 1. Scenic Corridor | Planning Department |
| a. Fee title acquisition. | Scenic Highways Design
Review Board |
| b. Acquisition of scenic easements, development rights, & lesser interest in land. | Parks Department
Real Property Services |
| c. Land use regulations. | Building Department |
| d. Inducements including tax incentives. | |
| e. Continuous review by Scenic Highways Design Review Board. | |
| 2. Highway Right-of-Way | |
| a. Design construction & maintenance of roadway, roadside landscaping, vista points, trails within right-of-way, etc. | Road Department
Scenic Highways Design
Review Board |
| b. Continuous review by Scenic Highways Design Review Board. | |

NINE

CLASSIFICATION OF SCENIC HIGHWAYS



This element envisions three major classifications of scenic highways which are intended to serve as guidelines for treatment of the highway right-of-way and corridor:

- Type 1: Recreation Corridor - A route that traverses a ribbon of park-like development and a scenic corridor of relatively high aesthetic or cultural value giving easy access to a multiplicity of recreation activities, with full or partial control of access.
- Type 2: Nature Corridor - A route that traverses a defined visual corridor within which natural scenic resources and aesthetic values, which may be found in agricultural as well as wild land, are protected and enhanced, and which has recreational value for its visual relief as a result of nature or the designed efforts of man.
- Type 3: Urbanscape Corridor - A route that traverses an urban area with a defined visual corridor which offers a view of attractive and exciting urban scenes, and which has recreational value for its visual relief as a result of nature or the designed efforts of man.

BUT ROADS AND HOMES
MUST BE CONSTRUCTED.

SPACIOUSNESS AND BEAUTY
ARE INSPIRATIONAL TO THE HUMAN SPIRIT.



CAN WE DO A BETTER JOB OF INTEGRATING THE DEVELOPMENT INTO OUR UNIQUE SCENIC AREAS?



TEN

PROPOSED SCENIC ROUTES

Type 1

Weir Canyon Road
From Santiago Canyon Road to Riverside Freeway
Santiago Canyon Road
From Weir Canyon Road to Live Oak Canyon Road
El Toro
From Irvine Boulevard to Santiago Canyon Road
Trabuco Parkway
From San Diego Freeway to O'Neill Park
Ortega Highway
From La Pata Avenue to Riverside County
Aliso Creek Road
From Pacific Coast Highway to Alicia Parkway

Type 2

Carbon Canyon Road
From Proposed Carbon Canyon Regional Park
to Riverside County
Live Oak Canyon Road
From Santiago Canyon Road to O'Neill Park
Santo Diego Parkway
From El Toro to Canada Gobernadora
Canada Gobernadora
From San Diego County to Santo Diego Parkway
Laguna Canyon Road
From Pacific Coast Freeway Corridor to
Canada Road
San Joaquin Hills Road
From Laguna Canyon Road to Culver Drive

Type 3

Pacific Coast Highway/San Diego Freeway
From Los Angeles County to San Diego County
Riverside Freeway
From Newport Freeway to Riverside County
Oso Parkway
From Laguna Canyon Road to Canada Gobernadora
Alicia Parkway
Aliso Creek Road to Paseo De Valencia
San Joaquin Hills Road
From Mac Arthur to Culver Drive

SCENIC HIGHWAYS

- TYPE ONE: RECREATION CORRIDOR
-  TYPE TWO: NATURE CORRIDOR
-  TYPE THREE: URBANSCAPE CORRIDOR



ELEVEN

POLICIES & PRINCIPLES GOVERNING SCENIC HIGHWAYS



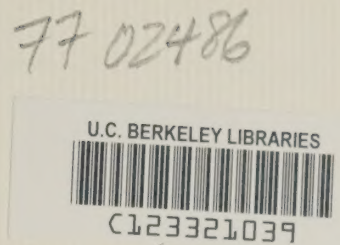
It is the intent and policy of the County of Orange in designating certain portions of the county highway system as state and county scenic highways to establish the county's responsibility for the protection and enhancement of Orange County's natural and man-made scenic beauty by identifying those portions of the county highway system which, together with the adjacent scenic corridors, require special scenic conservation treatment. It is further declared to be the intent of the County of Orange in designating such scenic highways and adopting a Scenic Highways Element to the Orange County General Plan to assign responsibility for the development of such scenic highways and for the establishment and application of specific planning and design standards and procedures appropriate thereto and to indicate, in broad statement terms, the location and extent of routes and areas requiring continuing and careful coordination of planning, design, construction, and regulation of land use and development, by governmental agencies as appropriate, to protect the social and economic values provided by the county's scenic resources.

It is further declared that scenic highway planning shall be guided by the following policies and principles:

1. Scenic highways developed by the county shall benefit the entire county.
2. The Scenic Highways Program shall make use of a full range of methods for managing land uses compatible with scenic enhancement and preservation in the scenic highway corridor which may include, where necessary, acquisition of all or limited rights to adjacent land, zoning and tax incentives.
3. Plans for scenic highways shall be integrated with open space plans as they are developed.
4. Scenic highway corridors shall be designed to maximize the compatible multi-purpose objectives of open space planning such as recreation, conservation, public health and safety, and preservation of scenic-aesthetic amenity.
5. The county shall seek all available state and federal financial assistance to implement the Scenic Highways Element.
6. The scenic highway should traverse areas of relatively high aesthetic, recreational or cultural value which may include such features as: lakes, streams, creeks, rivers, wetlands and other bodies of water; unusual geologic formations; outstanding scenic vistas; exceptional pastoral views or mountain scenes; notable urban scenes; and cultural and historical features offering enjoyment and edification for the motorist.
7. The scenic corridor plan should not provide impetus for urban land development, strip commercial development, and other forms of development detrimental to the values of the scenic highway corridor.
8. Construction of the scenic highway should be subordinate to the scenery; in rural areas, scenic vistas and views should be protected; in urban areas, man-made landscapes should be created as well as protecting sites with distinct urban vistas.
9. The scenic highway should be linked, when possible, to regional parks, trails, wildlife areas and historical sites, greenbelts and other recreation-open space areas without being detrimental to them.
10. Where possible, scenic highways should be connected to State Scenic Highways and other scenic highways to form a linked system.
11. There should be limited access onto scenic highways from adjacent property.
12. In urban, or urbanizing areas, consideration should be given the design of the scenic highway and its corridor as a buffer between communities and as an open space link between other open space and recreation areas.



CREDITS



ORANGE COUNTY PLANNING DEPARTMENT
FOREST DICKASON, PLANNING DIRECTOR

GENERAL PLANNING PROGRAM
RICHARD E. RAMELLA, PROGRAM DIRECTOR

ENVIRONMENTAL PLANNING DIVISION
BILL CUNNINGHAM, SENIOR PLANNER

PARTICIPATING STAFF
JAMES G. FUNK, PROJECT DIRECTOR
KEVIN EVERETT
JAMES EISENHARD

appreciation is extended to:
ORANGE COUNTY ROAD DEPARTMENT
L.T. McCONVILLE, ROAD COMMISSIONER
WILLIAM ZAUN, DIVISION ENGINEER
HAL J. KRIZAN, PLANNING ENGINEER

GARY VOORHEST, REPORT DESIGN & LAYOUT

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109 PHILOSOPHY HALL
UNIVERSITY OF CALIFORNIA
BERKELEY, CA 94720



